



Department of City Planning

CITY OF RALEIGH ANNUAL REPORT FY2006 — 2007

The Department of City Planning provides guidance on the growth, preservation and development of Raleigh in order to maintain a city of lasting value.



A Letter from the Planning Director

This has been a very busy and exciting year for the Department of City Planning as we continue to design a 21st century city. Particularly it has been gratifying to see our work on the Downtown Renaissance coming to life, with the reopening of Fayetteville Street and progress on the Convention Center, the RBC Plaza and the Marriott Hotel. All over Raleigh we have heard the level of discussion about our future elevated. We have accomplished many of our goals for the year, and successfully dealt with a variety of issues that arose outside of our work program. We have:

- Renamed the Department to better reflect Raleigh's evolution into one of the 50 largest cities in the United States.
- Implemented a new organizational structure to deliver services more efficiently, expedite development review more effectively, and develop staff skills and expertise.
- Made much more information about development proposals available to the public. The Department is continually enhancing and expanding its web content.
- Worked to implement internal improvements and inter-departmental coordination. Internal improvements have included creating a new map recordation unit, helping start the new development coordination office and improving the City's digitized zoning maps and administrative approval forms.
- Provided extensive technical assistance on three dozen special projects in addition to projects listed on the Department's FY2006-07 work program. These special projects included the Dorothea Dix plan, City Plaza, Downtown Overlay District, Public Safety Center, Randleigh Farm, tax increment financing, stadium feasibility and Hillsborough Street roundabouts.
- Through the Economic Development Working Group, the Department of City Planning continues to provide seamless communication and collaboration among the various economic development entities in the City (Downtown Raleigh Alliance, Chamber of Commerce and Assistant City Manager).
- Approved annexations that will create over \$10 million in increased tax revenue when the areas are fully developed.
- Reviewed more than 800 development-related cases.

This is indeed an exciting time for Raleigh and the Department of City Planning. We are building a legacy for the future generations of Raleigh, with planning and zoning used to manage growth and create a city of lasting value.

Mitchell Silver, AICP
Planning Director, City of Raleigh



Transformative Investments: Over two hundred million dollars of City of Raleigh investment in the new Convention Center and the reopening of Fayetteville Street have spurred more than two billion dollars of downtown growth. These kinds of strategic investments benefit the entire city and are needed to keep us competitive.

Recently Completed and Ongoing Special Projects

Hillsborough Street Redesign

Hillsborough Street will change from a congested four lane street to a two lane avenue moving vehicular and pedestrian traffic more safely and efficiently. Roundabouts and turn lanes are used to create attractive gateways and vistas, control speeds, reduce the problem of left turns (where most traffic accidents occur), simplify pedestrian crossings and keep traffic flowing gently along the street. A number of other design features complement the planned regional rail stop on NC State's campus and provide a foundation for the redevelopment of the area.

City Plaza

The design process for City Plaza was led by the Department of City Planning. The design was developed with considerable input from the public, Downtown Raleigh Alliance and City boards and commissions at design workshops last fall.

City Plaza will be a public gathering place that reinforces Raleigh's image as one of the most livable cities in the country. The Plaza will be configured to accommodate a wide variety of public events, including parades, markets and shows, while preserving the view along Fayetteville Street between the Progress Energy Center for the Performing Arts and the Capitol.

Design elements of the plaza include seating, water features, trees and shade structures, high-quality paving and dramatic lighting. The design includes four light towers and bollards with underside lighting that will be placed on both sides of the Fayetteville Street rights-of-way. The light towers will be designed to allow for projection equipment that can provide varying levels of light for a variety of events. The plaza will also include four privately-funded glass retail pavilions. (See www.raleighnc.gov/cityplaza.)

Standards for Private Use of Public Spaces

On April 1, 2007, new standards and procedures took effect for private uses of sidewalks, plazas, and other public spaces in downtown Raleigh. This program is an outgrowth of the City's "Livable Streets" plan, a community based plan for the reinvigoration of Raleigh's core. It focuses on the public spaces within the Downtown Overlay District and three adjacent Pedestrian Business Overlay

Districts. It streamlines approval for a variety of street level activities, such as newsracks, outdoor dining and pushcart vending. A new Downtown Permits Office was created in the Inspections Department. The areas where these standards apply are downtown, Glenwood South and the North Person and Peace Street retail areas. (See www.raleighnc.gov/pups for more information.)

Lecture Series — Designing a Twenty-First Century City

In November 2006 the Department of City Planning initiated a lecture series to generate discussion about Raleigh's critical challenges and opportunities for designing a 21st century city. Questions about the future loom: How can Raleigh accommodate growth and successfully position itself in the global economy? How are other cities planning for infrastructure, sustainability, transit and density?

Citizens, elected officials, business owners, corporate leaders, students, urban designers, planners, architects, and policy makers gathered at the lectures to consider how decisions made today will affect Raleigh's future. International and local experts shared their insights and foresights. The first three of the five planned lectures attracted more than 700 people. The Department maintains a list of approximately 2,500 interested individuals. Lecture DVDs are in distribution, and the presentations soon will be available through streaming video on the City's web site. (See www.raleighnc.gov/lectureseries.)

What Are the Hidden Costs of Free Parking? (Nov. 2, 2006 lecture)

Dr. Donald Shoup, former Chair, UCLA Department of Urban and Regional Planning, author of the internationally acclaimed *What Are the Hidden Costs of Free Parking?*

Dr. Shoup framed the public right of way as a city's most valuable resource, its highest and best use being paid, not free, parking. As a point of comparison, in 2002 parking nationwide was subsidized at levels between \$127B and \$374B. The Federal government spent \$231B for Medicare and \$349B for national defense. Property tax revenue was \$297B.

Revenues from paid parking can be used to finance public infrastructure and services, converting a current subsidy for cars into a benefit for communities. For example, in the 1978 plan for Old Pasadena, California the area was



considered “filthy, unsafe, an area going downhill for years.” There was no money for public infrastructure, but residents and business owners had a vision for improvement, and parking management helped fulfill it. The City voted to charge a market rate for on-street parking, and return meter revenue to the neighborhoods that generated it. Freedom from parking requirements allows higher density and new uses for old buildings. Zoning was changed to reduce or remove off-street parking requirements. Today, 15 blocks of parking meters yield \$1.2M a year and Old Pasadena has become one of the most popular destinations in southern California.

Following the lecture, Mayor Meeker formed the Downtown Parking Task Force. Off-street parking reform is under consideration city wide.

Urban Trends and the Urban Age:

How Do We Design a 21st Century City? *(February 8, 2006 lecture)*

Bruce Katz, Director, Brookings Institution Metropolitan Policy Program
Paul Farmer, CEO, American Planning Association

Profound demographic and economic changes are shaping the nation, and there are ways for Raleigh stakeholders to harness our emerging opportunities. Transformative investments, like the Fayetteville Street re-opening, can unleash the potential of American cities. The City’s \$10M investment has leveraged more than \$2B in public-private investment to date. The street opening has changed the physical landscape, stimulated economic growth, improved fiscal vitality and advanced social equity. Its success illustrates the three central principles of transformative investments: city-ness, choice and connectivity. It focused on one of five distinct urban areas: downtown, neighborhoods, corridors, green spaces and waterfronts.

More efficient patterns of human settlement are required as competition evolves from local and national markets to today’s international marketplace. To be competitive, cities must update policies for transportation, energy, the environment, infrastructure, disaster preparedness, and housing. These policies should generate market efficiencies and create the conditions for sustaining a vibrant city and region. Places offering a high quality of life and diverse choices outperform those in other areas of the country and, increasingly, the world that fail to offer these choices.

Both speakers returned to transit as a transformative investment that can generate settlement patterns reflective of the diverse population that the Triangle

region attracts. In the future, transit will become a competitive necessity, not an option.

Transit-Oriented Development:

How Do We Get There From Here? *(May 10, 2007 lecture)*

Dr. Robert Cervero, Chair, Department of Urban Planning, UC Berkeley
Dr. Reid Ewing, Professor, National Center for Smart Growth, University of Maryland

Paul Norris, Vice President Planning and Sustainable Development, Cherokee. Cherokee acquires and remediates environmentally impaired properties.

Mr. Norris opened the third lecture by framing the challenge: we have aging infrastructure, declining air quality, increasing congestion, rising gas prices and longer commutes. Consequently we need to rethink the development of our neighborhoods, towns and cities. In 2002 thirty states made a combined \$15B commitment for investment to integrate land use and transportation planning to support resource conservation, public health and aging population agendas.

Three topics dominate the national conversation: mobility; environmental justice and urban regeneration, all of which relate to three parallel movements: livable communities, smart growth and regionalism. Like cities throughout the world, Raleigh’s and the region’s economic future is tied to how we envision transit and its role in land use policies and planning.

Transit-oriented development is the most understandable form of smart growth due to its human scale. The rail station is a gateway between the neighborhood and the region. It serves as a community centerpiece host to civic space, art and amenities, where people can conveniently live, work and shop.

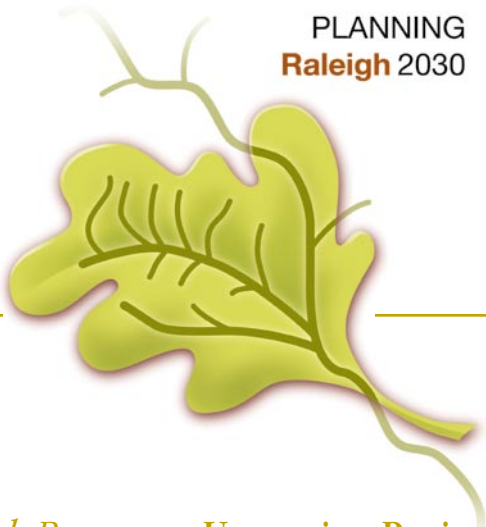
Dr. Cervero highlighted the experiences, challenges and prospects of various projects. Successful cities have invested in transit (particularly rail) in anticipation of demand and adopted transit-oriented land use policies. Planners and policy makers must have a vision of where to grow and, most importantly, where not to grow.

Mobility options sustain a city’s and region’s quality of life. Dr. Ewing emphasized that people will continue to drive cars, but increasingly walking, biking and transit will play a role in accessible and healthy community development.

Compact, mixed-use development can shift a significant number of trips into non-motorized modes (walking, biking) even in the absence of high-quality transit.

Upcoming lectures on the public realm and zoning will continue building a legacy of productive conversation and good planning needed to create a vital, vibrant 21st Century city—one that is beautiful, accessible and friendly.





Global Competitiveness:

Advances in technology are creating a truly global marketplace. Cities and urban regions all over the world are competing for jobs and resources. Raleigh must be ready to do what it takes to remain competitive into the 21st century.

Work Program: Upcoming Projects

Comp Plan Update

The largest and most exciting project on the Department's work program is the update of the City's Comprehensive Plan. This is the primary policy document guiding land use and public investment decisions throughout the City. Developers, property owners, and neighborhood residents all depend upon it when determining the most appropriate use of land. It covers all dimensions of Raleigh's physical development—not just land use, but parks, roadways, stormwater management, utility infrastructure, and economic development.

Time for a New Plan

A Comprehensive Plan takes a long view of the City's development, typically looking out two to three decades into the future. As circumstances change, ongoing reexamination and modification are necessary, and the current plan has been amended annually since its adoption in 1989. With the end of its 20-year time horizon fast approaching, the Plan is due for a comprehensive update. The timing is particularly appropriate with the emergence of major trends now reshaping the City including a downtown building boom, the reimagining of older suburban commercial nodes such as Crabtree and North Hills, and groundbreaking mixed use developments such as 5401 North. The Comprehensive Plan is organized into a series of chapters, otherwise known as Elements, each covering a specific topic such as circulation (traffic), economic development, historic preservation, etc. The forthcoming rewrite seeks to expand existing elements and to add entirely new elements.

New Elements

As land use patterns in Raleigh intensify, urban design has become ever more important as a means of maximizing the benefits, and mitigating the impacts, of increased density. Using the latest computerized tools to provide the analytic background, the forthcoming revision of the Comprehensive Plan will expand the existing Urban Form element to encompass urban form and design. Downtown Raleigh last received a comprehensive look in 2002 with the creation of the Livable Streets Plan. With the major initiatives proposed in that plan either implemented or well on their way, a detailed Downtown element is proposed to carry the legacy of Livable Streets into the next phase. Sustainable urban development is the great challenge of the 21st century. A growing urban population and major environmental challenges, from global warming to aquifer depletion, require new approaches. An Environmental Systems and Sustainability element will help Raleigh become a regional and state-wide leader in "green" planning. Finally, the future of Raleigh is intertwined with the future of the entire Research Triangle Region, with which it shares an economy, a transportation network, and an environment. A new Regional element will serve to integrate Raleigh's planning efforts with those of adjoining communities as well as regional planning bodies.

Why are we updating the Comp Plan?

- Document is out of date—last full rewrite was 1989 and the city has grown by 72% since then
- Document is overly complex: Citywide framework, 10 District Plans, 3 Regional Center Plans, 9 Corridor Plans, 20 Neighborhood Plans and 32 Small Area Plans
- These plans overlap and in some cases contradict each other
- Recent actions by the State Legislature have strengthened the role of Comprehensive Planning in the rezoning process—greater specificity in our Comp Plan is needed for effective application of these standards
- Development patterns in Raleigh are evolving—redevelopment in the downtown and other focus areas is now a significant share of citywide development activity

What are some key goals for the new Comp Plan?

- Greater specificity:
 - Focus areas defined by streets and property lines, not circles
 - More specific guidelines as to urban form
- Greater simplicity:
 - Fewer overlapping plans and fewer layers
 - Criteria for where small area plans will be developed
 - Clear and concise policies
- New elements:
 - Land Use Element—tying Urban Form and Zoning together
 - Environmental resources and sustainability
 - Downtown element
 - Regional element

What is the schedule for completing the Comp Plan?

An 18-24 month process is anticipated. A rough schedule is as follows:

- September through December 2006
 - Comp Plan groundwork (Land Capacity Analysis)
 - Develop scope of work and issue request for proposals
 - Develop public outreach plan and communications plan
- January through June 2007
 - Obtain baseline information
 - Select consultant team
 - Develop vision framework/gaps analysis
 - Hold "big ideas" planning week
 - Hold public meetings for input
- July 2007 through June 2008
 - Develop Comp Plan update
 - Hold public meetings
- July through December 2008
 - Adopt plan
 - Produce hard copy and online version of Comp Plan

Sustainability:

Cleaner air, adequate water and other resources can be sought while building communities of lasting value. Through the new Comprehensive Plan Raleigh will be devising strategies to keep our consumption of energy and natural resources at a sustainable level and move us towards responsible uses of resources.

Hargett/Martin Land Use Plan; Multimodal Center

A compelling new City project is evolving on the west side of downtown. The goal of the Hargett / Martin land use planning effort is the creation of streetscape and street use programs for a pair of east-west streets in downtown Raleigh. Both Hargett and Martin Streets are envisioned as pedestrian-friendly streets, and will provide key linkages between Moore Square on the east, Fayetteville Street, and the Multimodal Center on the west. Products could include a streetscape plan, land use analysis, and a conceptual street program diagram that details parking arrangements, transit loop/connections, key pedestrian connections, and prime locations for public art.

The land use plan will complement plans for the multimodal center to be located in the “we” of the railroad south of Hargett Street. The multimodal center plans will include a rail plan identifying track locations and other improvements and modifications necessary to accommodate existing and proposed rail services, both passenger and freight. The plan will recommend platform locations, including locations proposed for Southeast High Speed Rail. Included will be a circulation and access plan for private autos, taxis, buses and pedestrians, with connections to nearby commercial, residential, and destination areas. Potential development sites within the center will be identified, which may be adjacent to, or within the air rights of, particular pieces of infrastructure.

Zoning Handbook

In our continuing effort to make information accessible to the public, the Department of City Planning is preparing a zoning guide and handbook. This will be an introduction to zoning in Raleigh and will contain basic information about all the various zoning districts, including the overlay districts. The emphasis will be on easy to understand overviews of the districts and processes, summarizing the much more detailed information found in the City Code. Photographs of typical developments for each zoning district will be included. The handbook is expected to be available both in hard copy and on the web by fall of 2007.

Charges to the Department of City Planning

From the North Carolina General Statutes § 160A-383

Zoning regulations shall be made in accordance with a comprehensive plan. When adopting or rejecting any zoning amendment, the governing board shall also approve a statement describing whether its action is consistent with an adopted comprehensive plan and any other officially adopted plan that is applicable, and briefly explaining why the board considers the action taken to be reasonable and in the public interest. That statement is not subject to judicial review. The planning board shall advise and comment on whether the proposed amendment is consistent with any comprehensive plan that has been adopted and any other officially adopted plan that is applicable. The planning board shall provide a written recommendation to the governing board that addresses plan consistency and other matters as deemed appropriate by the planning board, but a comment by the planning board that a proposed amendment is inconsistent with the comprehensive plan shall not preclude consideration or approval of the proposed amendment by the governing board.

From the City of Raleigh Code of Ordinances Sec. 10-2001.

It is deemed necessary in order to preserve and promote the health, comfort, convenience, good order, better government, safety and morals, and in order to promote the systematic future development of the City, the economic and industrial prosperity; prevent or relieve congestion, either of population or traffic, control the fire hazard, preserve the natural and historic features of the City and beautify the same, to divide the City into districts or zones and to make regulations there for in accordance with a Comprehensive Plan for the use and development of all parts of the City, designed to insure a fair and adequate division of light and air among buildings, protect the residential districts, conserve property values, facilitate adequate provision of water, sewage, schools, parks and other public requirements, and to encourage the most appropriate use of land throughout the City.



Recent Significant Development Projects

RBC Tower, SP-18-06

First tower to be built on Fayetteville Street in more than ten years

As the U.S. headquarters for RBC-Centura (Royal Bank of Canada), the building and tenant will continue to expand Raleigh's reputation as a leading 21st century American city. The tallest building downtown, it will feature ground floor retail, several floors of well-screened parking, RBC and for-lease office space, and the highest-in-the-air residential condos in Raleigh. The condos were all reserved within the first three days they were offered and now there is a lengthy waiting list. The tower, which replaces a surface parking lot, will bridge a gap in street-level activity and will punctuate the skyline between the Wachovia and BB&T buildings.

North Blount Street PDD Master Plan, MP-1-06

State sells downtown land for conversion of surface parking lots to urban, mixed-use development

This project is comprised of six blocks on the northeastern edge of downtown. The property, which has long been owned by the State, contains numerous historic houses surrounded by surface parking lots. The state is selling the land to a private developer, who intends to move some of the historic houses into a cluster on Blount Street (once the city's grandest residential street) and use the rest of the land for a dense mixed-use development. Approximately 500 dwellings, 90,000 square feet of retail and 20,000 square feet of office space will be allowed. This development will increase the vitality of the area north of the Governor's Mansion and create a context-sensitive, pedestrian-friendly urban neighborhood.

5401 PDD Master Plan, MP-3-06

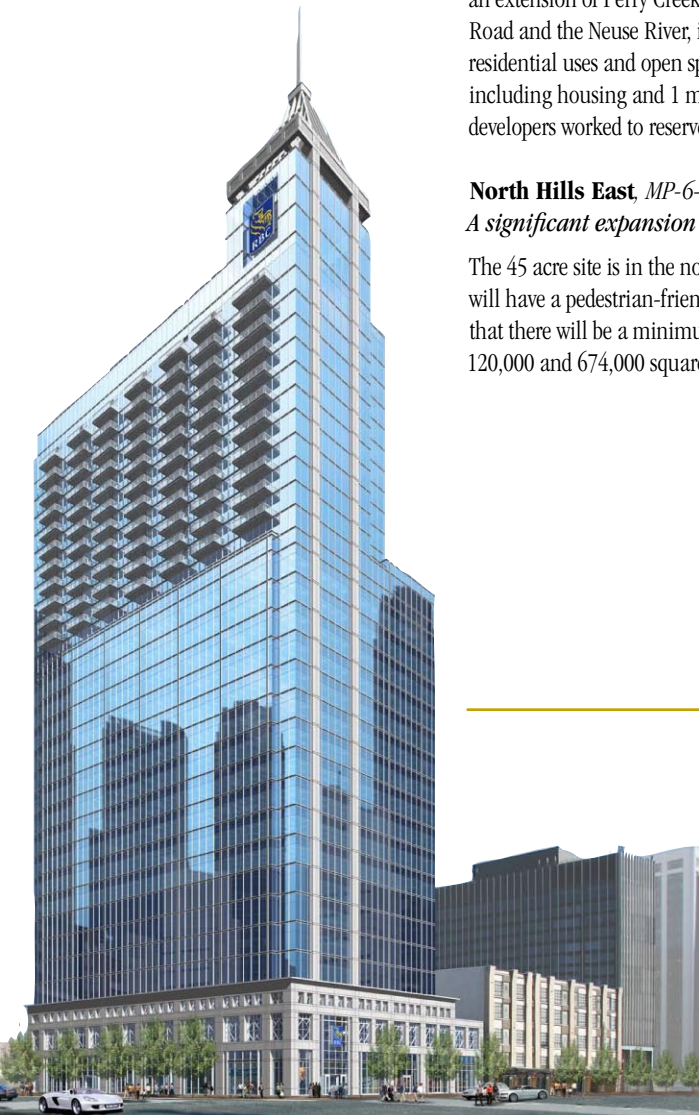
Community-oriented developer to create a village on the outskirts of the city

This will be Raleigh's first mixed-use urban development to be built in the suburban fringe. The site is bisected by an extension of Perry Creek Road in the northeastern part of the Raleigh jurisdiction. The land between Perry Creek Road and the Neuse River, in recognition of the watershed and stands of mature forest, will be reserved for low density residential uses and open space. The other side of Perry Creek Road, however, will feature dense mixed-use development including housing and 1 million plus square feet of retail in a compact, neotraditional form. Early in the process the developers worked to reserve sites for a school and park.

North Hills East, MP-6-2005

A significant expansion of the North Hills project

The 45 acre site is in the northeast quadrant of the intersection of Six Forks Road and the Beltline. The development will have a pedestrian-friendly mix of uses including housing, office and retail. The approved master plan stipulates that there will be a minimum of 400 dwellings, between 200,000 and 1,490,000 square feet of office and between 120,000 and 674,000 square feet of retail.



The Upcoming Work Programs of Our Commissions

The Department of City Planning provides staff assistance to three commissions: the City Planning Commission, the Appearance Commission and the Historic Districts Commission.

Planning Commission www.raleighnc.gov/planningcommission

The main work program item for the Planning Commission will be the update of the Raleigh Comprehensive Plan, described on page four of this annual report. The other items are proposed text changes. During the last Council meeting of April, the Council set these as the priority text changes to pursue in the upcoming year. The Planning Commission will help oversee these text changes.

O&I-1 Mixed Office/Residential Intensity

Origin: 2002 Board of Adjustment interpretation which prohibits a mixed office/residential development from utilizing both the maximum allowable density and maximum allowable FAR on the same lot within the O&I-1 district.

Status: City council review

NCOD Reform/Infill Development

Origin: City Council request for contextual standards for compatible residential redevelopment and infill within older neighborhoods.

Status: Issue referred to Department of City Planning to analyze scope of study, research other municipalities' residential infill standards, receive input from neighborhood CACs and development industry, and propose amendments to the Zoning Code and Subdivision Regulations. 2007/2008 work program item.

Parking Requirements for Open Air Markets (Flea Markets)

Origin: Initiated during discussions of Watson's Flea Market on Rock Quarry Road.

Status: Council referred parking requirements for open air markets to staff to develop text change proposal. This summer/fall 2007 work program item will be accomplished in concert with the study to review comprehensively all of the Citywide parking requirements.

Citywide Parking Standards

Origin: Staff-initiated study to analyze off-street parking requirements which were originally adopted in 1959.

Status: Consultant with a summer/fall 2007 work program item.

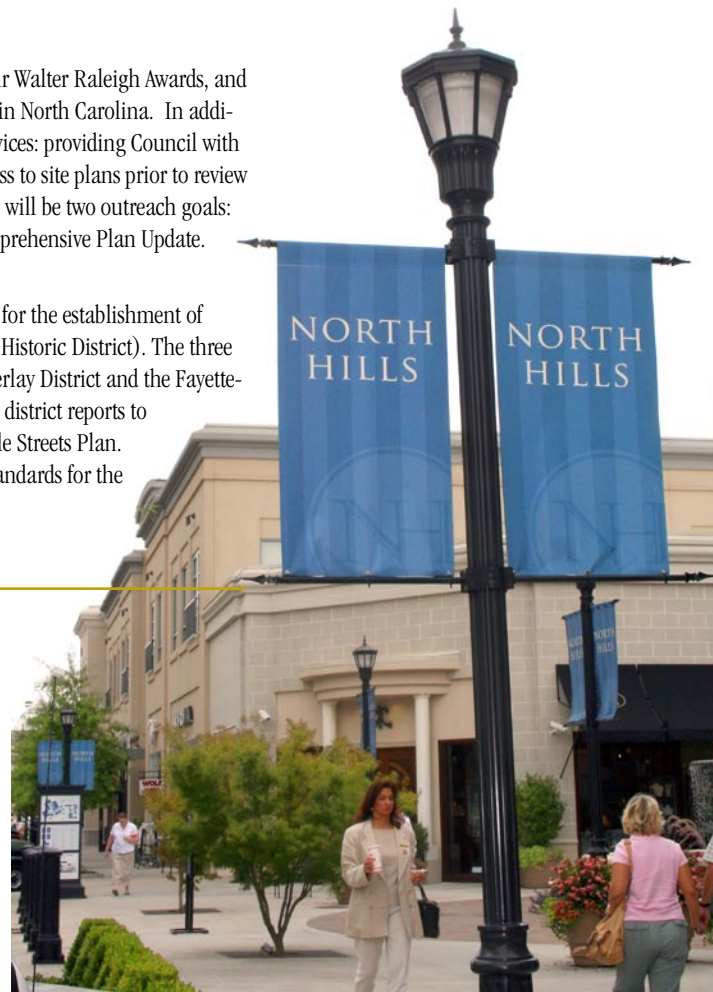
Appearance Commission www.raleighnc.gov/appearancecommission

The work program includes two major initiatives: a Silver Anniversary celebration for the Sir Walter Raleigh Awards, and a joint City Council/ Commissions fact-finding tour of selected New Urbanist communities in North Carolina. In addition, the Commission will pursue enhancements to three aspects of Commission review services: providing Council with a report on emerging appearance issues and trends in Raleigh, Commission electronic access to site plans prior to review meetings, and re-instituting Commission review of appearance-related text changes. There will be two outreach goals: the publication of the Community Appearance Survey Results and participation in the Comprehensive Plan Update.

Raleigh Historic Districts Commission www.rhdc.org

The Commission has four project-oriented work program items for the next year. Three are for the establishment of three local historic districts (one of which would also be nominated for a National Register Historic District). The three new districts will be South Person/South Blount Historic Overlay District, Depot Historic Overlay District and the Fayetteville Street National Register and Historic Overlay District. Staff will prepare historic overlay district reports to initiate City-sponsored rezoning petitions as directed by the Comprehensive Plan and Livable Streets Plan.

Also as implementation of the Livable Streets Plan, the Commission will develop graphic standards for the Blount Street Historic Corridor.



Employee of the Year

Every year the Planning staff recognize one of their own as employee of the year. This year's choice is Peggy Goodson, who has worked for the City of Raleigh since 1985 and came to Planning from the Inspections Department in 2000. Peggy reviews all plats for compliance with city, county and state regulations that apply to changes to the existing property configuration. All properties developed in the Raleigh jurisdiction must conform to Raleigh's development code. Peggy makes sure that the plats meet those regulations, after which a city signature is affixed to the plat which is then ready to be recorded at the Wake County Register of Deeds Office. She averages 20 to 30 phone calls and 25 emails a day, all inquiries about plats. Peggy says that she loves her job!



2006 Accomplishments

- Processed 12 text changes. Although the number of text changes processed last year were fewer than the previous year (14 text changes processed), 18 represents the average number processed during the past 6 years.
- Reviewed 74 site plans. The total amount of site plans reviewed decreased from 113 in FY 2003-04, 108 in FY 2004-05 and 62 in FY 2005-06. With passage of several new text changes, case review has become more time-consuming.
- Reviewed 97 subdivisions and 5 infill recombinations. The total amount of subdivisions/recombination plans have fluctuated over the past few years from 98 in FY2003- 04, 125 in FY2004-05, and 100 in FY 2005-06.
- Reviewed 448 maps authorized for recording. The total amount of map recordings decreased from 784 in FY 2003-04, and 757 in FY2004-05, to 688 in FY2005-06.
- Processed 211 Certificates of Appropriateness. Increase in number and complexity; the previous five-year average has been 170.
- Processed nine Comprehensive Plan amendments. The number of Comprehensive Plan Amendments has fluctuated over the past few years. There were 30 in FY2004-05 and 13 in FY2005-06.
- Processed three district, small area or neighborhood plans. The average is two to four plans per year.



What Is the Department of City Planning, and What Do We Do?

The Department of City Planning provides research, design and advisory services related to the City's physical and economic planning and development. City Planning prepares studies and recommendations related to long-range city development, administers development regulations, and oversees economic planning and development. We work to provide a variety of options for where and how people can live, work, raise families and have recreation. Public participation is very important to successful planning. The Department of City Planning gives a broad range of opportunities for people to participate in deciding what kind of city Raleigh will be in the future. The Department supports the City Council, City administration, Raleigh Planning Commission, Raleigh Historic Districts Commission, Raleigh Appearance Commission, and several other City committees and task forces.

Raleigh Department of City Planning Annual Report FY2006-07

Raleigh City Manager	Russell Allen
Raleigh Planning Director.....	Mitchell Silver, AICP
Deputy Planning Director	Kenneth Bowers, AICP
Planning Managers	Dan Becker
	Christine Darges
	Daniel Douglas, AICP
Editor	James Brantley, AICP
Graphic designer, photography.....	Frank Holyfield
Photographer	JD Long

For Further Information:

<http://www.raleighnc.gov>

Raleigh Department of City Planning:
(919) 516-2626